



Large Jail Network Bulletin

Annual Issue 1995

LARGE JAIL NETWORK BULLETIN

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The Large Jail Network Bulletin is prepared by staff of LIS, Inc., for the U.S. Department of Justice, National Institute of Corrections. The purpose of the **Bulletin** is to provide a forum for the discussion of issues and ideas. The contents of the articles and the points of view expressed are those of the authors and do not necessarily reflect the official views or policies of the National Institute of Corrections. Questions or comments should be referred to the NIC Information Center, 1860 Industrial Circle, Suite A, Longmont, Colorado, 80501; (800) 877-1461.

Foreword

The purpose of the **Large Jail Network Bulletin** is to provide a forum for the exchange of ideas and technological innovations among administrators of large jail systems. In some instances these ideas can be easily transferred from one jurisdiction to another; in other words, they serve as a stimulus for the development of a slightly different approach to a similar problem or opportunity.

Since the purpose of the **Bulletin** is to provide a forum for the discussion of issues and ideas, the contents of the articles and the points of view expressed are those of the authors and do not necessarily reflect my position or the position of the National Institute of Corrections. However, the quality and relevance of the **Bulletin** continue to depend on the willingness of member agencies to share information on innovative programs and concepts.

The **Large Jail Network Bulletin** and Network meetings are designed to reinforce for the field the Institute's belief that large jail systems collectively possess the expertise and experience to adequately meet any challenge that a single jurisdiction might face. Goals of the Network meetings will continue to be as follows:

1. To develop issues facing large jail systems from the perspective of those responsible for administering those systems;
2. To discuss strategies and resources that are essential for dealing successfully with these issues;
3. To discuss potential methods by which NIC can facilitate the development of programs or the transfer of existing technology; and
4. To develop and enhance the lines of communication among the administrators of large jail systems.

The success of both the **Bulletin** and the Network will continue to depend on the interest and involvement of the large jail systems' administrators. Thank you for continuing to make **the Bulletin** and Network an effective information exchange.

Richard Geaither
Correctional Program Specialist
NIC Jails Division
Longmont, Colorado

Bergen County to Provide In-Patient Substance Abuse Treatment with Multi-Agency Links

**by Jack Terhune,
Bergen County Sheriff,
Hackensack, New Jersey**

In November 1994, the Bergen County Sheriff's Department received a technical assistance grant from the National Institute of Corrections (NIC) Jail Center. The goal of this assistance was to provide information and guidance to help the agency expand its rehabilitative programs at the Bergen County Jail. As a result of this grant, the agency is developing an in-house treatment program that will also ensure continuity of care throughout the county's criminal justice system.

Design of the In- Jail Substance Abuse Program

Bergen County is in the process of creating its intensive inpatient substance abuse treatment and reintegration program for incarcerated men. The framework of the program is the twelve-step self-help model in which an individual takes personal responsibility for his addiction and subsequent recovery.

The program will be provided in a separate unit within the jail. The training curriculum focuses on critical aspects of addiction. It

teaches an awareness of the disease process, provides tested tools for coping with addiction, and reinforces life skills critical to an offender's successful reintegration into society.

Major topics in the clinical curriculum include:

- Relapse prevention;
- Life skills training;
- Effective communications skills;
- Goal setting;
- Problem solving; and
- Anger management.

In addition, the holistic treatment program will offer individual and group counseling on substance abuse, personal therapy, family therapy, vocational training and counseling, educational services including adult basic education and GED, and recreational therapy.

Program participation. According to the New Jersey Department of Corrections, 67.86% of state inmates have committed offenses related to substance abuse. In Bergen County, the proportion is nearly 90 percent, which means that approximately 765 of the 850

individuals incarcerated at the Bergen County Jail can benefit from the substance abuse treatment program.

All clients understand that their participation in the program will in no way guarantee court-related benefits. In addition, they must sign a treatment contract whereby they agree to abide by all program requirements.

Staffing. The program will use in-house staff and community support services, including volunteers. All individual services are being designed to balance the security needs of the correctional facility with the clinical needs of the program. Every attempt will be made to provide a safe and secure environment that fosters trust and open communication between participants and staff, thus creating a therapeutic milieu.

Officers assigned to the newly-created substance abuse unit have already received extensive training.

The county ISP program has agreed to incorporate the jail's discharge plan into its treatment plan for participants.

They are expected to maintain security, while at the same time

supporting the rehabilitative goals of the unit and its residents.

Classification system. In addition to relying on the joint efforts of medical and security staff, the jail will depend on a strong classification system to ensure program success. Through its classification system, the jail has achieved a smoother, more consistent flow of data, while saving a considerable number of manpower hours. The classification system has already made progress in identifying, selecting, and placing potential program participants.

The facility's classification software helps staff earmark all potential participants who meet basic criteria for program eligibility. Elements of these criteria include:

- The seriousness of charges;
- Past criminal history;
- Bail amount;
- Disciplinary record in the jail; and
- Eligibility for release into various community programs after completion of treatment.

Cooperative Agreements with Other Justice Agencies

As a result of NIC's technical assistance, several fellow criminal justice agencies have entered into agreements with the Bergen County Sheriff's Department. Bergen County Probation, the New Jersey Parole Board, and the state Department of Corrections (DOC)

have all agreed to work with our program.

- Graduates of the program may be released to intensive supervision probation (ISP), an intensive and highly successful sixteen-month program operated by the Bergen County Probation Department. The ISP program has agreed to incorporate our discharge plan into its treatment plan for participants.
- Individuals who have successfully completed the in-jail program and who cannot make bail will be eligible for review. The review may result in a waiver or a lowering of bail, on the condition that the individual agree to report to the Probation Department while awaiting a court date. All candidates for this arrangement will be reviewed in advance, and only reasonable requests will be processed.
- The New Jersey State Department of Parole has agreed to consider reinstatement for parole violators if they complete a sixty-day program in the jail. The program will offer intervention somewhere between incarceration by the state DOC and traditional parole.

We believe that the our solid working relationships with these agencies, as well as with the office of the county prosecutor and the public defender's office, will make this new program a success.

The goal of the Bergen County Sheriff's Department inpatient substance abuse treatment center is to serve as a state-of-the-art rehabilitation unit that will also provide its residents with continuity of care. We are grateful for the guidance provided by the technical assistance grant from NIC, especially in the areas of agency collaboration and continuity of care.

In anticipation of the opening of the first in-patient substance abuse unit in a local jail in the State of New Jersey, the Bergen County Sheriff's Department will continue to look for ways to provide the best possible care for addicted inmates of the jail. Our proactive approach will include:

- Developing and amplifying our relationships with key individuals in our local criminal justice system;
- Reviewing the treatment program and making appropriate adjustments; and
- Pursuing Crime Bill resources that will enable the department to expand the existing program.

For additional information, contact Sheriff Jack Terhune, Bergen County Sheriff's Department, Justice Center, 1 Court St., Hackensack, New Jersey, 07061; telephone (201) 488-1190. ■

VINE: Jefferson County Corrections' System for Victim Notification

**by Joseph Payne,
Director, Jefferson County
Corrections, Louisville,
Kentucky**

Mary Bryon of Jefferson County, Kentucky, met a tragic death on her twenty-first birthday in December 1993. Her death proved to be an impetus for a new Jefferson County program designed to protect crime victims.

Ms. Bryon was shot to death in her car as she left her job as a hairdresser at a local mall, allegedly by an ex-boyfriend who had been stalking her and had just been released from jail. The suspect had been in custody on charges of kidnapping and raping Ms. Bryon, and she was not aware of his release. This case prompted County Judge/Executive David L. Armstrong to call for a system for notifying victims when an offender is released from jail.

The Victim Information and Notification Everyday (VINE) system was established in response. The VINE system, the first of its kind in the nation, allows victims to register to be automatically notified when an inmate is to be released from or transferred within the

Jefferson County Corrections System.

Phone calls to VINE are answered by a state-of-the-art computer that relies on voice recognition to register victims who want to be notified about an assailant's release date. When the inmate is to be released, VINE automatically calls the registered victims, repeatedly if necessary, until they are contacted. The system begins calling a registered person every thirty minutes for twenty-four hours until the registered person enters a four-digit confirmation number established at the time of registration. In addition, the system sends a letter to the registered person that details the offender's change in status.

"It's the same technology that's used by banks to give people access to their account information, but it's the first time that it has ever been applied to provide services to victims," says Mike Davis, a marketing representative for Interactive Systems, the Louisville-based company that developed VINE.

Marcia Roth, Director of the Jefferson County Office for Women, says, "It is for anyone who wants information about an inmate-lawyers, family members, or victims.

We have found that domestic violence victims are using it the most, which is what we expected. We know that the person most likely to be at risk when someone is released from jail is the person in a relationship with the inmate."

VINE can provide callers with information and referrals to victims' services offered by the county and can also patch callers through to court and correctional officials. In addition, VINE can give information about any of the county's more than 2000 inmates, including their current status or court date, to anyone who calls into the system. Callers can obtain this information by using the inmate's police arrest number, inmate number, case number, or name. In addition to providing electronic access to information, VINE gives callers the option of speaking to a corrections staff person.

For additional information about the VINE program, please contact Betsy Helm at the Jefferson County Corrections Department, 730 West Main St., Suite 300, Louisville, Kentucky, 40202; telephone (502) 574-2167. ■

Computerized Inmate Information Centers

Free Officers to Manage Inmates

by **Ted Nelson,**
Commander, Marion County
Corrections Facility, Salem,
Oregon

When's my release date?" "How much money do I have on the books?" "When's my next court date?" "Who's on my visiting list?" "What's my bail and who's my attorney?" Do inmates' questions like these drive your housing unit officers crazy?

"I've been doing this job for five years, and I feel like I'm just a babysitter!" How many times have you heard this kind of comment from your correctional officers?

The principles of direct supervision emphasize the need for competent staff with excellent interpersonal skills, who are proactive in their approach to the job and have old-fashioned common sense. For many years, we have tried to professionalize our officers and

the general public—who form their opinions on the basis of media reports—often still see officers as guards. And correctional officers themselves do often feel more like babysitters or guards than professionals when they see their jobs as routine, even boring. How many times have officers in your facility complained that they feel like babysitters?

NIC Direct Supervision Study Finds Officer Frustration

In early 1994, the Marion County Corrections Facility was invited to be one of four jails in the country to look at the characteristics of a successful correctional officer in a direct supervision jail. The effort, sponsored by the NIC Jails Division, used a one-year "live lab" approach. Ray Nelson, President of the Direct Supervision Institute, was project manager for the year-long study.

Participating officers were first surveyed to determine both the rewards and drawbacks of their jobs. Officers in all four jails expressed the sense that they often felt like glorified

babysitters. A common theme in the officers' comments was that they

were required to answer the same questions, day in and day out.

One reason for this is that inmates have relatively short lengths of stay in the jail. Once an inmate's questions have been answered, he or she is likely to be transferred to another unit or to be released—only to be replaced by another inmate who has the same questions. Inmates have a constant need for basic information, and the pod officer often seems the logical person to provide it.

Marion County Officers Devise A Computerized Solution

The officers participating in the study in Marion County decided to work with our computer services supervisor to develop a method to shift the responsibility for answering inmates' questions from the pod officer to the inmates themselves.

As with many correctional facilities' computer systems, our system contains confidential and sensitive information to which the inmate should not have access. Officers therefore identified their task as two-fold:

1. To develop a computer program that would answer the questions most commonly asked of the pod

With the new system, we developed a method to shift the responsibility for answering the inmates' questions from the pod officer to the inmates themselves.

dispel the myth that they are only guards. We have had some success within the field of corrections, but

officer without giving the inmate access to his/her total computerized file; and

2. To make the system simple enough that any inmate could operate it, even those with no computer skills.

Two years prior to this project, staff had developed a computerized inmate account system that allowed inmates to purchase commissary items through vending machines by using an in-house "debit card." All inmates were issued a plastic photo I.D. card with a magnetic strip. The magnetic strip used the inmate's State Identification Number (SID) as the computerized account number. Inmates could make commissary purchases using this card, and their purchases were automatically deducted from their computerized bank account at the facility.

Staff worked with our computer wizards on a system that would use this same inmate identification card to give inmates limited access to their computerized files. The task entailed looking at the twenty to twenty-five most frequently asked questions and identifying the data fields in inmates computerized records that contained the information.

We then grouped the questions into the following six categories:

- Charges/court dates;
- Bail amounts;
- Maximum release dates;
- Money balance;
- Visiting lists; and
- Attorney-related matters.

Staff and Inmate Reaction

Once the computer programming was complete, the system was tested in one housing unit. As predicted, both staff and inmates loved it. The inmate's desire for information no longer required help from the pod officer. Inmates could find out what they wanted to know directly from a computer terminal located near the officer's desk.

The pod officers were relieved of a time-consuming burden, which meant that they didn't feel chained to their desks or required to act like babysitters. Pod officers had more time to move around the unit dealing with other issues and directly managing inmates. The information center system has since been put in place in housing units throughout the facility.

Conclusion: It Works

The initiation of the computerized inmate information centers in the Marion County facility has been successful on all counts. In fact, the system has exceeded our expectations. It has proven to be a valuable tool for the pod officer, as increasing inmate populations force them to be more efficient with their time. Inmates love the system because they get immediate access to the information they want. The system also has positive benefits in terms of enhancing inmates' self-esteem because they feel less dependent on staff.

For more information about the computerized inmate information system, contact Ted Nelson, Commander, Marion County Corrections Facility, 4000 Aumsville Highway SE, Salem, Oregon, 97301; telephone (503) 581-1183. ■

A Five-Step Approach to Handling Corrections Employee Job Actions and Sick-Outs

**by Robert N. Denham,
Chief Deputy, Sacramento
County Sheriffs Department,
Sacramento, California**

It is unfortunate when employees of a law enforcement organization elect to withhold their services as a bargaining tactic in a labor dispute. I hope that no reader of this article will ever need to use any of the suggestions that follow. However, in the past eighteen years, deputies of the Sacramento County Sheriff's Department have engaged in five organized job actions or sick-outs to secure labor contracts. The sheriff and management of the department therefore have considerable experience in dealing with such job actions.

The most recent job action in Sacramento County occurred in July 1994. By using the management strategies outlined in this article, the Sheriff's Department was able to minimize the resulting disruption in operations.

Using "Sick-Outs" Instead of Strikes

Public safety employees in California do not have the right to strike to force their demands for wages and benefits. Labor unions manage to circumvent this law by directing their members in organized

sick-outs. It is difficult for management to prove that an organized sick-out is taking place, however, or to establish the connection between organized labor and the conduct of individuals.

When job actions occur, the goal of the sheriff's department is to secure the services of as many employees as needed to maintain essential operations and ensure public safety. Managers must never lose sight of these short-term objectives, but it is also important to minimize the long-term impact of job actions. One implication of this long-term goal is that employees who participate in job actions will probably continue to be employees in the future.

Planning for job actions is critical. The Sacramento County Sheriff's Department has developed a multi-faceted plan that ensures the continuation of services even during a sick-out or job action. The major elements of this plan are:

- A general order on sick leave, including provisions for an extraordinary level of absenteeism;
- A strategic plan for emergency operations;

- Negotiated contracts with other law enforcement organizations to provide staffing assistance;
- A strategic approach to dealing with the union; and
- A system for internal response to employees who participate in a job action.

Step 1. Prepare a General Order on Sick Leave

The general order developed by the sheriff's department should specify the conduct expected by employees using sick leave hours and should make clear that sick leave is a benefit negotiated for employee use under defined circumstances.

The general order should also include a strategic plan for responding to occasions when an "extraordinary level of absenteeism" adversely affects the department's ability to perform its mission. The order should spell out who is authorized to declare an extraordinary level of absenteeism and should specify how the department will handle employees who engage in this activity.

The Sacramento County Sheriff's Department order requires that if the Sheriff or his designee declares that

an extraordinary level of absenteeism has taken place, certain provisions go into effect:

- Employees must call their immediate supervisors and detail the nature of their illness. When the employee calls in, the immediate supervisor reads a prepared statement noting that a period of extraordinary absenteeism has been declared by the Sheriff and outlining the procedures to be followed.
- Employees must remain at a location during working hours where they may be contacted either in person or by phone.
- Employees must provide a signed certification of illness, including a diagnosis, from a physician. Employees are also advised that they must sign an affidavit of illness, subject to penalty of perjury, upon their return.

If it becomes apparent that a contract negotiation has reached a point at which a job action seems likely, the sheriff's department serves each employee with a copy of the general order on sick leave. Employees must sign to acknowledge receipt of the statement and of having been given an opportunity to raise any questions. Copies of this acknowledgement are placed in each employee's personnel file. This procedure alerts employees to the ramifications of engaging in a sick-out.

Step 2. Develop a Strategic Plan for Emergency Operations

The department's strategic plan specifically defines how operations will change during a job action—which operations will be suspended, how shifts will be designated, how work hours will change, and how managers and supervisors who are not engaged in the job action will be utilized.

Emergency orders. When a job action occurs, an emergency order is prepared and distributed to all work sites. It serves as written notification to employees on duty that the Sheriff has determined that an increase in absenteeism has significantly affected the department's ability to carry out its law enforcement mission.

The emergency order prepared for Sacramento County states:

Pursuant to this declaration you are hereby ordered to remain on duty until relieved by your supervisor or division commander. Arrangements will be made for adequate periods of rest and relief. All time incurred by this order, including periods of rest, will be compensated at the overtime rate. The mission of the Sacramento Sheriffs Department to provide for public safety, even in periods of emergency, will not be compromised. I have acknowledged that I have received a copy of the order and I understand its contents.

Sacramento County has determined in prior job actions that this order is beneficial to employees because it

provides them written notification that they are acting under orders. It will, at least, allow a period of time to stabilize the work force. Such emergency orders should be available in advance of the job action.

Command center. A centrally located command center provides the necessary command and control during emergency operations and facilitates resource distribution. Planned command center personnel should include representatives from each operational area so that resources and personnel can be allocated immediately. For example, a detective representing the investigative services division can assign personnel from that area to another area where additional staffing is needed.

The command center should be headed by a manager who is at the level of, at least, a chief deputy and is empowered to make immediate decisions. Adequate communications equipment should be available, and clerical staff must be present to maintain an accurate record of the event. The agency's plan should include provision of food services to the employees assigned to the command center.

Step 3. Arrange for Staffing Assistance from Other Law Enforcement Agencies

The sheriff's department should negotiate mutual aid agreements in advance with other law enforcement organizations to ensure the

availability of correctional personnel. Some departments have used the services of the National Guard or state militias to help in emergency operations.

Contracts should clearly define the responsibilities of the sheriff's department and the assisting agency, as well as methods of deployment. Costs of the assistance should be agreed upon. It is also important to be sure that any additional personnel brought in to assist the sheriff's department will not be affected by the constraints of organized labor. In addition, the sheriff's department should develop a plan for housing and protecting the loaned personnel.

In Sacramento, the primary targets of job actions have been the main jail and the sentenced detention facility. (The courthouse has also been involved, because those who planned the job actions believed that impacting the courts would bring the greatest political pressure to bear on the Board of Supervisors.)

In the most recent case in Sacramento, the Sheriff's Department had negotiated a contract with the California Department of Corrections (CDC) to provide personnel. The sixty CDC personnel assigned to the Sacramento Sheriff's Department were sergeants, lieutenants, and a captain who served as a coordinator. It took twelve hours to assemble the personnel, as they were dispatched from prisons throughout the northern half of California. The CDC

personnel would operate our main jail; sheriff's department staff who were not involved in the job action were reassigned to operate the sentenced facility.

As CDC personnel arrived, they were given a brief orientation and assigned to motel rooms that had been secured in advance. We were able to arrange to "hot-bed" the hotel, which meant that personnel were assigned to twelve-hour work shifts and shared their rooms with someone who was working the alternate twelve-hour shift. The hotel we selected had two queen-sized beds per room, which made this arrangement possible. It was agreed in advance that the CDOC personnel would receive a per diem; they would be responsible for securing their own meals, with the cost to be added to the contract.

The assisting CDC personnel also needed secure parking, both at the hotel and the work site, to protect against any angry individuals who might be inclined to damage their automobiles or to physically challenge the officers themselves. We secured a parking lot for the CDC personnel and employed private security officers to safeguard their vehicles.

Step 4. Strategically Address Union Actions

When preparing for a job action, a sheriff's department must consider questions about the continued operation of the union or employee

association. However, it is up to the county, not the sheriff's department, to decide what sanctions will be imposed against the union: Will the union be de-certified? Will monetary sanctions be sought? Will sick leave requests filed after the job action is concluded be honored? Will employees be compensated?

The sheriff's department can often identify specific areas for heading off the potential impacts of union-related job actions. During a previous job action in Sacramento County, union officials were permitted to enter work sites, accompanied by a physician, to observe working conditions. The physician routinely declared that individuals on the job site were fatigued, exhausted, and medically unfit to perform their duties. Having learned from that experience, in the most recent job action we maintained medical personnel on duty to evaluate the performance of personnel. We also ensured that staff on duty had adequate rest and nourishment and that their health was not jeopardized.

Restraining order to limit illegal activities. Again based on earlier experiences, we decided that the most recent job action would be handled very differently. Securing the services of the County Counsel's office, we outlined our options. The office did an extraordinary job in drafting a request for a temporary restraining order. The union had declared this to be a wildcat strike, to which they were not party. The deci-

sion was therefore made to sue each deputy as an individual as well as to enjoin the union from conducting the job action.

The county counsel's office went to the Superior Court for the State of California to secure the temporary restraining order. Because deputy sheriffs provide bailiff services for the Sacramento County courts, all local judges declined to hear the case, so it was referred to a neighboring county superior court.

After reviewing the documentation, the judge declared that the job action constituted a strike against public safety and was, per se, illegal and that all employees engaged in this activity were engaged in illegal acts. The judge then authorized the service of the temporary restraining order and the summons and complaint, ordering all personnel to appear in court. The sheriff's department realized that the service of a summons and complaint triggered the right to attend a hearing before the judge, so arrangements were made with the court to limit this hearing to pre-trial negotiations.

Teams of management personnel were detailed to begin serving the summons and complaint on each employee and, especially, on the president and vice-president of the deputy sheriffs' employee association. These officials were ultimately located at a local television station where they were preparing for an on-camera interview about the job action.

The temporary restraining order enjoined the president of the deputy sheriffs' association from "ordering, directing, extorting, instructing, coercing, or in any way attempting to induce any employee to cause a strike, work stoppage, work slow down, sick-out, or any related concerted activity in the nature of a strike against the county . . ."

The restraining order also called for the union to act quickly to bring the job action to a full resolution. Specifically, the union was required:

- To staff its business offices for twenty-four hours a day for a period of forty-eight hours after the order was received.
- To mail a letter to all personnel no later than twelve hours after receiving the order, to advise their members that their actions were illegal and that they were required to return to work.
- To issue, within four hours, to at least two television and two radio stations and to the local newspaper a press release disavowing any knowledge of the action and requesting all members to cease and desist from such activity and to return to their regular duty.

Resolution of the sick-out. The job action sick-out against the Sacramento Sheriff's Department began at approximately 3:00 p.m. on Friday, July 29, 1994. It continued through Saturday, Sunday, and Monday. By

Tuesday evening at 6:00 p.m., operations had returned to normal, and all personnel were at work.

As the job action wound down, the sheriff's department evaluated the numbers of personnel needed to normalize operations, and put schedules in place. It took approximately three days to stabilize operations. People who had been working fourteen- to sixteen- hour work days were allowed time off to recuperate, and the department began integrating personnel back into their duty stations.

Step 5. Respond to the Actions of Individual Employees

It was never the intention of the Sheriff's Department or the county to seek monetary damages against individual members of the union. Moreover, as a result of a California court decision from the Rose Bird Supreme Court era, monetary sanctions could not be sought against public employees for engaging even in an illegal job action.

As employees returned to work, they began filing for sick leave. The department allowed each employee's division commander to decide whether or not to grant sick leave requests, based on either their personal knowledge or the documentation presented. In about 10 percent of cases, employees had been legitimately absent from duty. In all other cases, employees were docked pay for the three-day period. No further disciplinary action was

taken against any employee as a result of the job action.

Contract Negotiations Resume

After the sick-out was ended, the union was asked to return to the bargaining table. The county had previously made a final offer of a 2.3 percent pay increase and an increase in medical coverage. Despite howls of objection from the Deputy Sheriffs' Association, the county held firm in its position that acts of extortion, as evident in the job action, would not result in an increase over the last and final offer.

The county did agree to enter into contract negotiations to settle all other facets of the contract under dispute. That offer was accepted on December 1994; in June 1995, the county signed a three-year contract with the Deputy Sheriffs' Association.

In the interim, the Sheriff and executive staff have attended briefings, talked to personnel, advised them of the reasons for the department's actions, and attempted to heal any wounds. Employees recognized the necessity for docking pay. In the four earlier job actions, the county had capitulated and granted amnesty; this time, the county stood firm.

We hope that the resolution of the pending contract will have the desired effect: that we will not face another job action in this county. However, we have proved that through careful planning, we can

handle job actions appropriately and with a minimum of long-term disruption, either to public safety services or to the relationship of management and employees.

For additional information, contact Robert Denham, Chief Deputy, Sacramento County Sheriff's Department, 711 G Street, Sacramento, CA 95814; telephone (916) 440-5686. ■

The president of the Deputy Sheriffs' Association who was instrumental in each of the job actions was voted out of office by the deputies in July 1995, shortly after the new contract was signed.

Materials mentioned in this article, including temporary restraining orders and material prepared for the court process, general orders, operations orders, and emergency orders served on personnel are available from the NIC Information Center. The Sacramento County Sheriffs Department is pleased to share these documents in the hope that they will help other departments respond to any job actions or other types of disruptive activities.

Controlling Jail Population Growth: Volusia County's Success Story

**by Terry Moore,
Corrections Director, Volusia
County Department of
Corrections, Daytona Beach,
Florida**

An article entitled, "Jail Population Management, A Proactive Approach," appeared in the Fall 1989 issue of *American Jails*. The article described the joint efforts of the county government and criminal justice agencies in Volusia County, Florida, to gain control over what had become an explosive growth rate in the jail population.

At the time the article was published, there had been no time to evaluate the effectiveness of Volusia County's program. Six years later, however, the county has data that clearly demonstrate the campaign's success.

Background

Volusia County opened its new jail in 1987. Even prior to its occupancy, the jail's initial capacity of 602 had been increased to 899. By 1989, only two years later, the capacity of the entire system was close to being exhausted. The county began discussions during the spring of 1989 toward designing and financing another new facility at an estimated

cost of \$15 to \$18 million for construction and another \$6 to \$8 million annually in operating costs.

However, as the chart on page 14 makes clear, Volusia County officials not only avoided the need for a new jail, they also achieved a downward trend in jail population and—six years later—a 13 percent reduction

below the 1989 level.

The stunning turn-around and cost savings were accomplished

through the cooperation of the entire criminal justice system as well as aggressive leadership and commitment on the part of the county manager and chief judge.

Inmate Population Control

Volusia County had attempted to influence jail population growth beginning in 1985, when the county manager and chief judge had appointed a jail population reduction task force. That group, comprised of members of the local criminal justice community, met on a regular basis to carry out its mandate. It soon became apparent to the group, however, that radical changes and extensive efforts would be required

to effect long-term solutions to jail crowding.

The committee identified several key factors as contributing to the population problem. They also exposed several myths that encouraged a general belief that the crowding situation must simply be accepted. The committee determined that reliable data needed to be

Volusia County officials not only avoided the need for a new jail, they also achieved a downward trend in jail population and—six years later—a 13 percent reduction below the 1989 level.

developed to dispel these myths and to create public and professional acceptance that change was needed. However, it was also clear that data alone would not be sufficient to overcome the misperceptions, which included the following perspectives:

- "We're a tourist community and therefore have a higher rate of crime."
- "Most of our crime results from transients who prey on tourists."
- "The jail population is mostly made up of transients."

These and similar beliefs had led key leaders to accept the jail growth passively without further examination. The beliefs were so deeply held that the committee believed that out-of-town consultants were needed to create a viable proposal for change.

Based on the committee's findings, the county worked with consultants and achieved the following key systemic changes:

- Collection of extensive data on who was in jail, what they were charged with, how long they stayed, and how the cases were ultimately disposed.
- Establishment of a felony division at the circuit court level to replace the previously mixed caseloads of civil and criminal cases.
- Establishment of a blind filing system that provides for a computerized approach to criminal case management rather than allowing a case to proceed solely on the basis of individual motions.
- Establishment of intake divisions within both the state attorney's office and the public defenders' office to allow for the disposition of minor offenses at first appearance.
- Expansion of pretrial services to allow for more informal decision-making at first appearance and

more defendants under pretrial supervision.

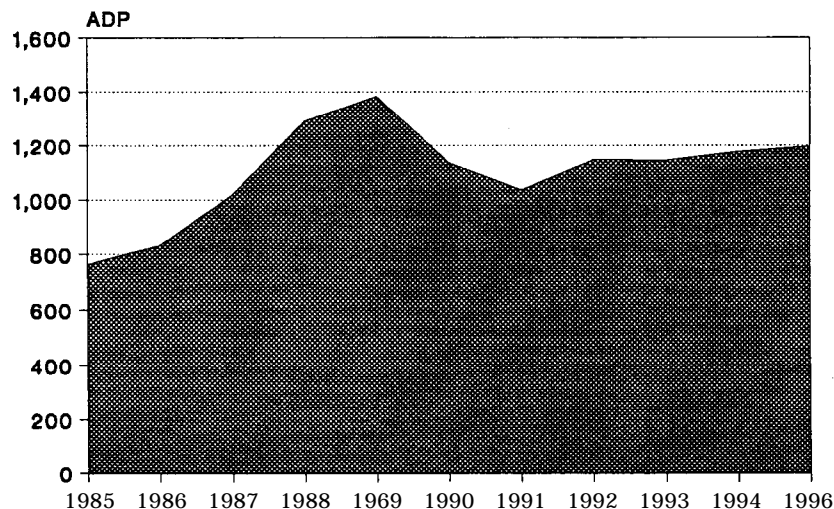
Several other minor changes also occurred related to the flow of paper work, agency interaction, and data monitoring. These have also helped the county turn around its inmate population growth. However, the five steps listed have been the most significant factors in the county's success.

As a result of these measures, Volusia County has experienced a substantial cost savings, both in avoiding additional construction and in reducing current operating

costs. In fact, in 1992 the County Council issued a proclamation recognizing the members of the criminal justice system for saving a then-estimated \$78 million. Three years later, the inmate population has grown a total of only 5 percent.

For more information, contact Terry Moore, Corrections Director, Volusia County Department of Corrections, Branch Jail, Caller Service Box 2865, Daytona Beach, Florida, 32120; (904) 254-1552. ■

Ten-Year Change in Calendar Year ADP
Volusia County Correctional Facility



Recommended Reading

Baseline Study of Education in California Jails: Update of 1990 Study. Stern, Barry E. Public Performance Information Systems (Santa Monica, CA); Contra Costa County Office of Education (Pleasant Hill, CA), 1994. Sponsored by California Dept. of Education. Adult Education Unit (Sacramento, CA). 106 p.

This study examines education programs in California county jails. Based on the collective results of three surveys, it presents comprehensive information on inmate demographics, funding sources, education providers, cost analysis, areas of instruction, and outcomes of jail education programs. The appendices contain backup data, survey instruments, and a glossary of terms.

Blueprint for Contracting for Mental Health Services for Jail Detainees with Mental Illnesses. Policy Research Associates (Delmar, NY), 1995. Sponsored by National Institute of Justice (Washington, DC); U.S. Dept. of Health and Human Services. Center for Mental Health Services. Division of Program Development

and Special Populations (Rockville, MD). 17 p.

This document contains core elements in the development of formal agreements between county or municipal sheriff's and/or jail administrators and mental health service providers. It outlines respective roles and responsibilities of jails and mental health services agencies in coordinating for the services and care of jail detainees with mental illnesses. A model contract is provided, along with an examples of an actual letter of agreement.

Copayment for Medical Services Provided to Inmates. Pinellas County Sheriff's Office. Detention and Corrections Bureau (Largo, FL), 1994. 12 p.

This document is a sample medical co-payment packet provided to inmates when medical services, are needed by the inmate. The Pinellas County Sheriff's Department charges inmates a co-payment for medical services, x-rays, therapy, laboratory work and prescriptions. Program description, policy, and forms are included in this sample packet.

Developing Effective Jail Mental Health Diversion Programs. Steadman, Henry J.; Morris, Suzanne M.; Dennis, Deborah L. Policy Research Associates (Delmar, NY), 1995?. Sponsored by National Institute of Mental Health. Legal Studies Research Program (Rockville, MD). 21 p.

This report presents the results of a national survey on jail diversion projects for mentally ill offenders. The survey examines the number and kinds of jail diversion projects, how they are set up, and which types of programs are effective. Based on the survey results, the report describes six characteristics of effective programs: integrated services, strong leadership, regular meetings, boundary spanners, early identification, and case management services.

Jail Population Reduction Strategies: An Examination of Five Jurisdictions' Responses to Jail Crowding. American Jail Association (Hagerstown, MD), 1994. Sponsored by National Institute of Corrections (Washington, DC). 32 p.

This study examines local criminal justice systems which have reduced or significantly slowed the number of inmates incarcerated in the county jail. The research specifically looks at the processes and methods utilized to accomplish this outcome. Five sites are presented in this report

Single copies of these documents may be requested by contacting the NIC information Center at (800) 877-1461 or sending your request to 1860 Industrial Circle, Suite A, Longmont, Colorado, 80501.

which examines the site environment, population reduction efforts, process changes and programmatic changes.

The News Media Coverage of Jails: Executive Summary Report.

Rostad, Knut A. 1995. 5 p.

This article focuses on news media coverage of jails through the results of a survey of 225 newspaper stories from Florida, Georgia and the Carolinas. Major findings include most popular story topic, circumstances that prompt articles, portrayal of jails and their management, negativity of stories, and the occurrence of positive stories about jails, staff, programs, or inmates. The article includes a statistical table of survey remits.

No Easy Answers: Juvenile Justice in a Climate of Fear. Coalition for Juvenile Justice (Washington, DC), 1995. 69 p.

This document, the tenth annual report of the Coalition under the Juvenile Justice and Delinquency Act, examines the issue of waiver of juveniles to adult court. Areas addressed include the status of state law (with statutory schemes as of September 30, 1994), transfer trends and procedures, characteristics of transferred juveniles, and the consequences of transfer.

***Large Jail Network Bulletin
Annual Issue 1995***

Placement of a Second Deputy in a Direct Supervision Housing Unit: Survey. Albert, Karen. Arlington County. Office of the Sheriff (Arlington, VA), 1995. 2 p.

This table provides agency contacts, and telephone numbers for fourteen agencies that are placing a second deputy in a direct supervision housing unit within their jails.

Privatization as an Option for Constructing and Operating Local Jails in Florida. Warren, Carmen. Florida Advisory Council on Intergovernmental Relations (Tallahassee, FL), 1993. 30 p.

This report identifies and discusses the major issues that should be addressed by government officials who are considering jail privatization as an option in Florida. The report contains three major sections. The first section examines the current status of privatized jails both nationally as well as in Florida. The second section presents supporting and opposing arguments to key issues involved in the privatization debate. The final section provides an analytic framework for policy makers.

Use of Interactive Video for Court Proceedings: Legal Status and Use Nationwide. LIS, Inc. (Longmont, CO); National Institute of Corrections Information Center (Longmont, CO), 1995. 63 p.

This study examines the legal status of video technology for use as a linkage between the courts and

arrestees/defendants in jails. Using a survey of all states, it also identifies jurisdictions that use the technology or are developing new systems for its use. The appendices contain a copy of the survey instrument and copies of legislation and court rulings relative to authority for use of interactive video technology.

Work in America's Jails: NIJ Provides First National Profile. CRS, Inc. (Topsham, ME), 1994?. 4P.

As part of the National Institute of Justice's ongoing support of research and development in the area of jail industries and jail programs, this particular research effort profiles inmate work programs in jails across the United States. The complete results of this research are forthcoming in a publication titled National Jail Work/Program Inventory. This document provides an initial summary and highlights of that research. Data include jail capacity, working hours, compensation policies, and type of work. ■



Mega Jail Survey

(Jails with Population over 1,000)

January - December 1994

STATS

Published by:

Maricopa County Sheriff's Office
Custody Operations Bureau
225 W. Madison
Phoenix, AZ 85003

Joseph M. Arpaio
Maricopa County Sheriff

Deputy Chief Thomas Melcher
Bureau Commander

County	Pop. 12/31/94	Pop. 12/31/93	Rated Cap.	Avg. Daily Bookings Mo. of Dec. 94	Avg. Daily Pop. 1994	Peake Pop. 1994 and date	Number of Security Staff	Inmate to Staff Ratio	Avg. Length of Stay (days) S= sent. U= unsent	Assault by Inmate on <small>M = more I = less than last year, N's are actual</small>	
										Inmate	Officer
Los Angeles (9) Los Angeles, CA *	20,492	19,464	23,385	538	19,943	21,088 9/22	2,378	8.6:1	All - 33	3,437	211
Cook (1) Chicago, IL *	8,702	N/A	8,032	221	8,962	9,375 11/29	2,567	3.4:1	S= 68 U= 148	M 50	L 16
Dade (7) Miami, FL *	6,338	6,247	7,119	122	6,679	7,159 10/30	1,622	3.9:1	S=364 U=180	2,750	259
Orange (5) Santa Ana, CA *	5,084	4,580	3,821	187	5,003	5,259 12/9	447	11.3:1	S=61 U=74	1,212	48
Maricopa (6) Phoenix, AZ *	4,892	4,538	4,910	169	5,196	5,679 9/12	779	6.3:1	S=23 U=6.8	M 500	M 129
San Diego (7) San Diego, CA *	4,731	4,832	5,063	290	5,242	5,592 7/11	678	7.0:1	S=44 U=5	M 1,708	M 46
Santa Clara (3) San Jose, CA	4,038	N/A	5,002	156	4,051	4,232 10/3	750	5.3:1	S=110 U=101	M 503	M 107
San Bernardino (8) San Bernardino, CA *	3,576	3,038	3,630	165	3,478	3,837 12/31	458	7.9:1	S=32 U=24	235	29

Joseph M. Arpaio
Maricopa County Sheriff

Mega Jail Survey

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										Inmate	Officer
Broward (3) Ft. Lauderdale, FL *	3,235	2,777	3,656	160	3,306	3,585 9/19	998	3.2:1	S=73 U=103	M 799	M 89
Orange (8) Orlando, FL *	3,199	2,932	3,229	131	3,365	3,658 8/18	853	3.8:1	All=24	N/A	37
Alameda (3) Alameda, CA	2,995	3,042	4,063	101	3,262	3,421 3/19	223	13.4:1	S=46 U=16	459	N/A
Sacramento (2) Sacramento, CA *	2,965	2,603	3,800	122	2,874	3,094 10/1	428	6.9:1	S=114 U=66	N/A	9
Wayne (3) Detroit, MI *	2,501	2,150	2,658	87	2,550	2,710 11/4	847	3.0:1	S=110 U=90	N/A	N/A
Shelby (1) Memphis, TN	2,419	2,411	2,756	83	2,439	2,599 11/12	628	3.9:1	S=52Wks U=1Wk	M 536	M 154
Jacksonville (3) Jacksonville, FL	2,393	2,240	3,100	120	2,564	2,843 11/6	585	4.1:1	S=8Mo U=2.5M	L 265	M 50
Hillsborough (4) Tampa, FL *	2,313	1,813	2,649	113	2,175	2,383 10/2	667	3.5:1	S=37 U=4	L 546	L 46
Fulton (1) Atlanta, GA	2,263	N/A	2,278	78	2,385	2,618 11/??	489	4.6:1	S=N/A U=29	N/A	N/A
Riverside (6) Riverside, CA *	2,146	2,077	2,866	73	2,246	2,375 9/25	306	7.0:1	N/A	N/A	N/A
Kern (5) Bakersfield, CA *	2,098	N/A	2,200	85	2,050	2,160 N/A	240	8.7:1	S=30 U=14	M 700	M 30
King (3) Seattle, WA *	2,068	1,844	2,228	148	2,144	2,315 11/29	340	6.0:1	S=13.3 U=14	N/A	N/A
Fresno (5) Fresno, CA *	2,028	1,941	2,191	90	2,022	2,154 2/23	345	5.9:1	N/A	732	103
San Francisco (6) San Francisco, CA *	1,970	2,134	2,092	139	2,208	2,354 3/21	465	4.2:1	N/A	M 277	M 86

Joseph M. Arpaio
Maricopa County Sheriff

Mega Jail Survey

County	Pop. 12/31/94	Pop. 12/31/93	Rated Cap.	Avg. Daily Bookings Mo. of Dec. 94	Avg. Daily Pop. 1994	Peake Pop. 1994 and date	Number of Security Staff	Inmate to Staff Ratio	Avg. Length of Stay (days) S=actual U=unseen	Assault by Inmate on <small>M = more L = less than last year. #'s are actual</small>	
										Inmate	Officer
Palm Beach (4) Palm Beach, FL *	1,702	1,504	2,390	121	1,741	1,964 11/7	597	2.9:1	S=48.9 U=4.53	N/A	N/A
Clark (2) Las Vegas, NV	1,688	1,475	1,487	60	1,695	1,899	300	5.6:1	S=varies U=7-14	M 73	M 15
DeKalb (3) Decatur, GA	1,675	1,605	1,511	90	1,689	1,881 11/??	280	6.0:1	All=19	M 1,360	M 15
Oakland (7) Pontiac, MI	1,581	1,415	1,594	65	1,532	1,646 12/4	306	5.1:1	S=34.5 U=12.7	113	12
Pinellas (1) Clearwater, FL *	1,478	1,266	1,813	126	1,521	1,686 9/16	586	2.5:1	S=N/A U=12	184	19
Richmond (2) Richmond, VA	1,465	1,358	882	N/A	1,443	N/A	165	8.9:1	S=763 U=2	555	303
El Paso (1) El Paso, TX	1,304	1,558	1,024	43	1,398	1,584 11/17	N/A	----	N/A	L 359	M 23
Contra Costa (3) Contra Costa, CA	1,258	1,239	1,523	59	1,254	1,360 10/30	230	5.5:1	S=14 U=16	L 122	L 53
Marion (1) Indianapolis, IN *	1,252	1,102	1,270	49	1,174	1,293 11/16	N/A	N/A	S=77 U=70	M 58	M 16
Ventura (4) Ventura, CA	1,171	1,140	680	40	1,292	1,405 7/25	380	3.1:1	S=74 U=41	23	L 3
Escambia (3) Pensacola, FL	1,164	929	1,280	80	1,043	1,223 10/10	276	4.2:1	S=9M U=45	M 21	L 5
San Joaquin (2) French Camp, CA *	988	N/A	1,210	67	988	N/A	204	4.8:1	S=22 U=15	M 61	N/A
Jefferson (2) Louisville, KY *	929	913	904	123	N/A	1,063 10/7	363	2.6:1	All=15.4	M 416	M 320
Davidson (4) Nashville, TN *	1,093	824	1,198	55	1,068	1,160 11/20	300	3.6:1	N/A	48	59

County	Pop. 12/31/94	Pop. 12/31/93	Rated Cap.	Avg. Daily Bookings Mo. of Dec. 94	Avg. Daily Pop. 1994	Peake Pop. 1994 and date	Number of Security Staff	Inmate to Staff Ratio	Avg. Length of Stay (days) S= sent. U= unsent	Assault by Inmate on M = more L=less than last year. N's are actual	
										Inmate	Officer
Sentences for over one year											
Harris (9) Houston, TX *	8,299	10,343	8,698	228	10,035	11,631 5/1	2,094	4.0:1	N/A	1,301	160
Dallas (6) Dallas, TX	7,900	9,400	8,612	325	7,800	9,800 7/??	1,592	5.0:1	N/A	N/A	N/A
Philadelphia (6) Philadelphia, PA *	4,934	4,703	3,750	48	4,802	5,116 10/23	1,534	3.2:1	S=223 U=59	225	245
Tarrant (4) Ft. Worth, TX	4,426	5,158	4,991	98	4,833	5,364 6/28	1,025	4.3:1	S=6-9M U=12-15M	311	93
Bexar (3) San Antonio, TX *	3,493	3,955	3,640	146	3,929	4,348 7/4	912	3.8:1	S=8M U=8-12M	M 346	L 31
Hamilton (4) Cincinnati, OH *	1,878	1,765	2,214	95	1,903	2,042 10/13	460	4.1:1	All=21	N/A	N/A
Denver (2) Denver, CO	1,806	1,659	1,381	51	1,946	2,279 8/2	630	2.9:1	S=47 U=56	M 110	M 5
Suffolk (4) Riverhead, NY	1,355	1,125	1,253	40	1,346	1,539 10/31	554	2.4:1	S=76 U=30	M 478	L 45
Prince George (2) Upper Marlboro, MD	1,261	1,187	1,238	43	1,261	1,412 11/14	341	3.7:1	S=90 U=19	N/A	N/A

Agencies not responding are: New York City, NY; Multnomah County, Portland, OR; San Mateo County, Redwood City, CA

(#) after county name designates number of facilities
operated by that agency

* after state designates operating all or some jails
under a court order

Joseph M. Arpaio
Maricopa County Sheriff

Mega Jail Survey

Assaults - number given Is actual number of assaults. "M" or "L" designates more or less than previous year for those agendes which kept such data.

Compiled by:
Mary Sampson
Administrative Assistant
Custody Operations Bureau
Maricopa County Sheriff's Office
Phoenix, AZ 65003
602-256-5301

Mega Jail Survey

(Jails with Population over 1,000)

January - December 1994

DATA (Part I)

Published by:

Maricopa County Sheriff's Office
Custody Operations Bureau
225 W. Madison.
Phoenix, AZ 85003

Joseph M. Arpaio
Maricopa County Sheriff

Deputy Chief Thomas Melcher
Bureau Commander

County	Rewards and Discipline of Remanded Juveniles in System	GANGS				Safety Cells		
		% of Total Pop	% of Gang Pop - Street Gang Member	% of Gang Pop Prison Gang Member	When Identified, Special Sanctions or Treatment Imposed	No.	Time In	Reason for
Los Angeles (9) Los Angeles, CA*	Same as adults	40	82	18	No	N / A	N / A	N/A
Cook (1) Chicago, IL .	No juveniles in System	62.1	62.1	N/A	No	N / A	N / A	N/A
Dade (7) Miami, FL*	Can attend classes by Public School Outreach	N/A	N/A	N/A	N/A	170	Up to 8 months	Threat to jail, inmate, or employee
Orange (5) Santa Ana, CA *	Same as adults	20	95	5	Prison gang members in Ad Seg	9	Set by Psych staff	Recommend by Psych staff
Maricopa (6) Phoenix, AZ .	Good behavior, additional dayroom time	67	85	15	Info only tracking system	2	Depends upon behavior	Danger to self or others
San Diego (7) San Diego, CA .	N/A	5 to 7	90	10	Info helps avoid gang problems	23	As needed	Danger to self/suicidal

County	Rewards and Discipline of Remanded Juveniles in System	GANGS				Safety Cells		
		% of Total Pop	% of Gang Pop - Street Gang Member	% of Gang Pop Prison Gang Member	When Identified, Special Sanctions or Treatment Imposed	No.	Time In	Reason for
Santa Clara (3) San Jose, CA	Same as adults	2.8	N/A	N/A	Cannot be trusty or housed on minimum camp	5	Varies	Danger to self or others
San Bernardino (8) San Bernardino, CA *	None	N/A	N/A	N/A	---	4	Usually less than 24 hours	Violent, combative
Broward (3) Ft. Lauderdale, FL *	Family night in addition to regular visits, special classes	Juvy Pop 85	85	---	Known members are kept separate	-0-	--	--
Orange (8) Orlando, FL *	Same as adults	N/A	N/A	N/A	N/A	6	1 hour	Combative or suicidal
Alameda (3) Alameda, CA	None	N/A	N/A	N/A	N/A	12	4 hours	Danger to self or others
Sacramento (2) Sacramento, CA *	None	18	89	11	None	4	Minimal	Danger to self or others
Wayne (3) Detroit, MI *	Same as adults	10	Unknown	Unknown	Keep gang members apart	-0-	--	--
Shelby (1) Memphis, TN	Same as adults	15	67	33	None	-0-	--	--
Jacksonville (3) Jacksonville, FL	Loss of privileges and gained time	1.5	100	Unknown	None	-0-	--	--
Hillsborough (4) Tampa, FL *	Same as adults	N/A	N/A	N/A	N/A	-0-	--	--
Fulton (1) Atlanta, GA	Same as adults	2-5	100	---	Special housing	4	1-7 days	Combative or suicidal
Riverside (6) Riverside, CA *	None	N/A	N/A	N/A	Info only used for classification	8	48 hours max.	Combative or suicidal

County	Rewards and Discipline of Remanded Juveniles in System	GANGS				Safety Cells		
		% of Total Pop	% of Gang Pop - Street Gang Member	% of Gang Pop Prison Gang Member	When Identified, Special Sanctions or Treatment Imposed	No.	Time In	Reason for
Kern (5) Bakersfield, CA *	Rarely have	20	75	25	No church attendance	3	Varies	Assaultive to staff
King (3) Seattle, WA *	Same as adults	N/A	N/A	N/A	N/A	-0-	--	--
Fresno (5) Fresno, CA *	None	35	71	29	None	5	--	Combative or suicidal
San Francisco (6) San Francisco, CA *	None	20	N/A	N/A	None	8	24 hours	Combative or suicidal
Palm Beach (4) Palm Beach, FL *	Extended recreation & time out; bad-taken away	1	100	---	Gang population is minimal. Get along or lock down	16	Varies	Combative or suicidal
Clark (2) Las Vegas, NV	Same as adults	17	100	¹ See below	None	14 ¹	Varies	Danger to self or others
DeKalb (3) Decatur, GA	Same as adults	N/A	N/A	N/A	---	N/A	--	--
Oakland (7) Pontiac, MI	Same as adults	N/A	N/A	N/A	Rivals kept separate	N/A	--	--
Pinellas (1) Clearwater, FL *	Movies, video games, addtl. games for good behavior & school grades	N/A	N/A	N/A	Gangs are relatively new to the area so are not tracked	N/A	--	--
Richmond (2) Richmond, VA	Same as adults	N/A	N/A	N/A	Known gang members are housed separate	1	Varies	Danger to self or others
El Paso (1) El Paso, TX	Same as adults	N/A	N/A	N/A	Possibly in Ad Seg	-0-	--	--

¹ Gang members don't claim prison gang until they are in prison.

County	Rewards and Discipline of Remanded Juveniles in System	GANGS				Safety Cells		
		% of Total Pop	% of Gang Pop - Street Gang Member	% of Gang Pop Prison Gang Member	When Identified, Special Sanctions or Treatment Imposed	No.	Time in	Reason for
Contra Costa (3) Contra Costa, CA	None	N/A	N/A	N/A	Separate when identified	7	Max 24 hours	Danger to self or others
Marion (1) Indianapolis, IN *	Same as adults	N/A	N/A	N/A	Only if a problem	18	Varies	Danger to self or others
Ventura (4) Ventura, CA	None	50	85	15	None	3	Varies	Suicidal behavior
Escambia (3) Pensacola, FL	Same as adults	N/A	N/A	N/A	N/A	1	Varies	Uncontrollable behavior
San Joaquin (2) French Camp, CA *	None	10	80	20	None	6	3-4 hours	Danger to self or others
Jefferson (2) Louisville, KY *	None	1	100	N/A	None	-0-	--	--
Davidson (4) Nashville, TN *	Late night TV, various games; punishment - remove them	20	75	25	Same as all inmates	3	2 to 3 days	Danger to self or others

Facilities Over One Year Sentence

Harris (9) Houston, TX *	Same as adults	30	60	40	May require special housing	3	24 hours max.	Behavior, usually mental
Dallas (6) Dallas, TX	Same as adults	1	N/A	N/A	No	1	Varies	Mental
Philadelphia (6) Philadelphia, PA *	Same as adults	Unk	--	--	No	-0-	--	--
Tarrant (4) Ft. Worth, TX	Same as adults	25	85	15	No	-0-	--	--
Bexar (3) San Antonio, TX *	Same as adults	58	44	56	No	-0-	--	--

County	Rewards and Discipline of Remanded Juveniles in System	GANGS				Safety Cells		
		% of Total Pop	% of Gang Pop - Street Gang Member	% of Gang Pop Prison Gang Member	When Identified, Special Sanctions or Treatment Imposed	No.	Time In	Reason for
Hamilton (4) Cincinnati, OH *	Same as adults	Unk	--	--	No	-0-	--	--
Denver (2) Denver, CO	Same as adults	Unk	--	--	No	-0-	--	--
Suffolk (4) Riverhead, NY	None	Unk	--	--	--	-0-	--	--
Prince George (2) Upper Marlboro, MD	Same as adults	5	N/A	N/A	Control through housing placement	-0-	--	--

Agencies not responding are: New York City, NY; Multnomah County, Portland, OR; San Mateo County, Redwood City, CA

* - after state designates operating all or some Jails under a court order

(#) - After county name designates number of facilities operated by that agency

Mega Jail Survey

(Jails with Population over 1,000)

January - December 1994

DATA **(Part II)**

Published by:

Maricopa County Sheriff's Office
Custody Operations Bureau
225 W. Madison,
Phoenix, AZ 85003

Joseph M. Arpaio
Maricopa County Sheriff

Deputy Chief Thomas Melcher
Bureau Commander

County	Cross Gender Search	Promotional Process for Employees	Contraband		Funding	
			Type	Possible Solution	Source	Use
Los Angeles (9) Los Angeles, CA'	Yes	Written exam, oral board, eval of exper, appraisal	Tobacco products	Decreased due to closing a jail with easy access to tobacco products	Inmate Services	Jail stores, school teachers, chaplain, Inmate Svcs staff
Cook (1) Chicago, IL •	No	Promotional exam, evaluations, Interview	Weapons, narcotics	Daily searches to control	Inmate Welfare Fund	Goods & services that directly benefit inmates
Dade (7) Miami, FL*	Yes	Written exam	Cigarettes, shanks	Cell searches, metal detector at visitation	Inmate Welfare Fund, inmate phones, jail industries	Purchase items for inmates, i.e. recreation equipment
Orange (5) Santa Ana, CA *	No	Written exam	Drugs	Eliminated drop off mail	Inmate phone	Inmate programs
Maricopa (6) Phoenix, AZ •	Yes	Written exam, oral board, interview	Drugs, tobacco, saw blades, shanks	Searches - cells, visitors, mail	Inmate Services Fund, inmate phone commission	Items which benefit inmates, salaries Inmate Programs & Canteen staff, various other personnel

County	Cross Gender Search	Promotional Process for Employees	Contraband		Funding	
			Type	Possible Solution	Source	Use
San Diego (7) San Diego, CA •	Yes	Written exam, oral interview	---	16 separate policies written for effective control	Commissary, print shop, inmate phones	Commissary & print shop personnel, some counselors, recreation & education
Santa Clara (3) San Jose, CA	Yes	Exam, oral board, promotional interview	“Pruno”, drugs, cigarettes, shanks	---	Inmate Welfare Fund, Friends Outside	% of chaplain services, educational programs, athletic equipment, TV’s, indigent commissary, program staff
San Bernardino (8) San Bernardino, CA •	No	Test, supervisor evaluation, seniority	Cigarettes, drugs, self-made weapons	Shakedowns, searches, cultivating informants	Inmate Welfare Fund, Privatization of Commissary	ROP expenses and chaplains
Broward (3) Ft. Lauderdale, FL •	Yes	Written test, oral board, assessment center, psych eval, polygraph	Drugs, money & weapons	---	Inmate Welfare Fund	Items for indigent inmates not covered under budget
Orange (8) Orlando, FL •	Yes	Test, performance based interview, In Basket exercise, employee discussion	No problem	---	Inmate Welfare Fund	Inmate programs and education
Alameda (3) Alameda, CA	Yes	Written test & oral board	Cigarettes, drugs, weapons	Control by mail & visitor searches, cell shakedowns	Inmate Services	Costs for inmate services
Sacramento (2) Sacramento, CA *	Yes	Written test, oral board	Tobacco	---	Inmate Welfare Fund	Covers Commissary & Chaplaincy programs, recreation & education
Wayne (3) Detroit, MI *	Yes	Written test, oral board	Cigarettes	Discovered staff were smuggling in	Inmate per diem & health care reimbursement	---
Shelby (1) Memphis, TN	Yes	Written test, oral board	Cigarettes, drugs	--	None	

County	Cross Gender Search	Promotional Process for Employees	Contraband		Funding	
			Type	Possible Solution	Source	Use
Jacksonville (3) Jacksonville, FL *	Female to male ¹	Civil Service exam	---	No problems	Pay phones	General fund
Hillsborough (4) Tampa, FL *	Female to male	Written exam	Tobacco	Strict control over trusties	Canteen, state pays for road crew	Canteen staff
Fulton (1) Atlanta, GA	Yes	Written exam, oral board, & appraisals	Food, cigarettes, drugs	More frequent searches	Inmate Welfare Fund	Items for inmates not covered by budget
Riverside (6) Riverside, CA *	Yes	Written & oral exams, eval by supervisor	No major problems	---	Inmate phones	Newspapers, cable TV, TV sets, recreational equipment
Kern (5) Bakersfield, CA *	No	Written exam, oral board	Tobacco	---	Inmate Welfare Fund	Chaplain, implementation of Inmate Management System, stock & staff Law Library
King (3) Seattle, WA *	No	Written test, Assessment Center, oral board	Cigarettes, drugs	Random searches	Inmate Benefit Fund	Salaries of Volunteer Coordinator & Recreation Specialist, some library costs, prisoner assistant, programs & supplies
Fresno (5) Fresno, CA *	Yes	Tests, oral boards	Weapons, cigarettes, homemade liquor	---	Inmate Services Fund	Chaplain, commissary staff, recreation therapists, gym equipment
San Francisco (6) San Francisco, CA *	Female to male	Civil Service System	Drugs, weapons	Interdiction containment & prevention	Private & government grants	---

¹ Female officer searches male inmate (same meaning throughout)

County	Cross Gender Search	Promotional Process for Employees	Contraband		Funding	
			Type	Possible Solution	Source	Use
Palm Beach (4) Palm Beach, FL *	Yes	Testing & review board	Occasionally cigarettes & drugs	Shake down & K-9 for drugs	Inmate Welfare Fund	Some relief in budgetary items
Clark (2) Las Vegas, NV *	Yes	Test, oral board	---	Searches help minimize	None	---
DeKalb (3) Decatur, GA *	No	Written test, oral board	Shanks, drugs	Searches	Interest from cash bonds federal food assistance	Inmate items, food
Oakland (7) Pontiac, MI	Yes	Written test, oral board	Drugs	Eliminating contact visits	Grants	Community Corrections & Zero Tolerance Programs
Pinellas (1) Clearwater, FL *	No	Written test, practical test, oral board	Tobacco	Relatives brought in tennis shoes w/tobacco inside; shoes now sold in Commissary	Federal School lunch program	Food for juveniles in adult system
Richmond (2) Richmond, VA	Female to male	Tests & oral board	Drugs	Screen mail & clothing exchanges	None	---
El Paso (1) El Paso, TX	Yes	Tests and oral boards	Drugs	---	None	---
Contra Costa (3) Contra Costa, CA	Yes	Written test & oral board	Drugs, weapons, tobacco	---	Inmate Welfare Fund	Salary of chaplain, librarians & director of Inmate Services
Marion (1) Indianapolis, IN *	Yes	Written exam, oral board, evaluations	Drugs, shanks	---	Inmate Commissary Fund	Inmate clothing, bedding, recreational material, law library books
Ventura (3) Ventura, CA	No	---	---	---	---	---
Escambia (3) Pensacola, FL	Yes	Oral boards, past record	Cigarettes	---	Inmate Trust Fund	Commissary staff, 1 counselor, 2 student assistants

County	Cross Gender Search	Promotional Process for Employees	Contraband		Funding	
			Type	Possible Solution	Source	Use
San Joaquin (2) French Camp, CA *	No	Lateral promotions	Drugs, weapons	Random cell searches	N/A	---
Jefferson (2) Louisville, KY *	Yes	Written & oral exam, In Basket exam	Drugs, cigarettes	---	Commissary	Commissary staff and volunteer coordinator positions
Davidson (4) Nashville, TN *	No	Civil Service Board	Tobacco products	Stricter discipline, formal charges filed	N/A	---

Facilities Over One Year Sentence

Harris (4) Houston, TX *	No	Written exam, performance evaluation, oral board	Drugs, tobacco	Constant interdiction methods	Inmate Trust Fund, Government Commodities	50% chaplain salary
Dallas (6) Dallas, TX	Female to male	Civil Service testing	Drugs	---	Commissary Fund, community grants	Percent of Religious Services and Inmate Programs staff. Substance abuse treatment
Philadelphia (6) Philadelphia, PA *	Yes	Some written, others written & oral, & seniority	Drugs	On going problem	---	---
Tarrant (4) Ft. Worth, TX	Yes	Oral board	Weapons, tattoo paraphernalia	Shakedowns	Inmate Commissary Fund	Inmate related programs
Bexar (3) San Antonio, TX *	Female to male	Tests & oral boards	Tobacco	Special team utilizing informants	Detention Ministries	Hiring staff

County	Cross Gender Search	Promotional Process for Employees	Contraband		Funding	
			Type	Possible Solution	Source	Use
Hamilton (4) Cincinnati, OH *	No	Tests & oral boards	Cigarettes & drugs	Drug dog	Inmates pay for doctor visits & over counter drugs. Inmate Commissary Fund	Recreational equipment, TV's, movies, classroom computers for inmates
Denver (2) Denver, CO	Yes	Written test & assessment center	Cigarettes, drugs	Remains problem	Inmate Welfare Fund	TV's, laundry carts & other items for inmates
Suffolk (4) Riverhead, NY	Yes	Written Civil Service exam	Tobacco	Will always be a problem as long as there are contact visits	----	----
Prince George (2) Upper Marlboro, MD	Yes	Written test, oral board	Drugs, weapons	Restructured initial intake process to ensure more control	Inmate phone, Commissary commission, DWI Program fees, Work Release Room & Board	----

Agencies not responding to this survey: New York City, NY; Multnomah Co., Portland, OR; San Mateo Co., Redwood City, CA;

* - after state designates operating all or some Jails under a court order

(#) - After county name designates number of facilities operated by that agency

Mega Jail Survey

(Jails with Population over 1,000)

January - December 1994

DATA (Part III)

Published by:

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	INCREASE	DECREASE
Possible Reasons for Increase or Decrease of Assaults	<ul style="list-style-type: none"> * arresting more hardened criminals * higher population * younger officers * prison gang members stepping up attacks on officers * increase in incarceration time * younger inmates show no remorse 	<ul style="list-style-type: none"> * population down * improved training for staff * staff more cautious * keeping gang members apart and/or in admin seg
<i>Explanation given by Los Angeles County</i>		Development of <i>Sheriff's Inmate Management System (SIMS)</i> in April 1991. This new inmate management concept rewards inmates for positive social behavior. Each new inmate starts with minimum Title 15 housing requirements. As positive social behavior is demonstrated, the inmate is moved to a less restrictive security level within the jail.

Does jail system use response teams? <i>(Some systems do not, the remaining have similar uses. Most frequent given is underlined.)</i>	DO NOT HAVE RESPONSE TEAM	USES FOR RESPONSE TEAM
	Counties: Hamilton OH, Harris TX, Dade FL, San Diego CA, Orange FL, Alameda CA, Jacksonville FL, King WA, Richmond VA, Contra Costa CA, Marion IN, San Bernardino CA	<u>cell extraction</u> , emergency disaster drill, major disturbance, escort high risk inmates to court, tour guides, riots, escapes, natural disaster, fire, inmate with weapon, hostage
What capacity are K-9 Units used? <i>(Some systems do not be, the remaining have similar uses. Most frequent given is underlined.)</i>	DO NOT USE K-9 UNITS	USES FOR K-9 UNITS
	Counties: El Paso TX, Dade FL, Orange CA, Alameda CA, Sacramento CA, Shelby TN, Fresno CA, Clark NV, Richmond VA, Bexar TX, Denver CO, Tarrant TX, Philadelphia PA, Dallas TX, Santa Clara CA	search for suspected contraband, backup for RISC Team, track and apprehend escapees, control inmates, monitor inmate recreation, patrol perimeter, <u>routine drug searches</u>
When was a booking fee enacted, or is planned?	BOOKING FEES CHARGED AND YEAR BEGAN	BOOKING FEES PLANNED
	Los Angeles CA 1990, Orange CA prior 91, San Diego CA prior 91, Alameda CA prior 91, Sacramento CA prior 91, Kern CA 1992, King WA 1984, Fresno CA 1994, Contra Costa CA 1990, Ventura CA 1993, San Joaquin CA 1991, San Bernardino CA 90/91	Maricopa AZ to start 7/95, Marion IN to start 1995, Shelby TN considering, San Francisco CA considering
Year jail system was ACA accredited.	ACCREDITATION ACHIEVED	ACCREDITATION PLANNED
	Cook IL 1994, Dade FL one since 1982, Hillsborough FL one each 1988 and 1992, Palm Beach FL 1993, Pinellas FL 1988, Contra Costa CA 11/91, Jefferson KY 1994, Denver CO 1980	Broward FL expect 8/95, Orange FL expect 1995, Hillsborough FL others in planning stage, Prince George MD spring '95
Agencies with jails operated under private enterprise.	NUMBER OF INMATES	
	Bexar TX 200 inmates, Davidson TN 840 inmates, Jefferson KY 550 inmates, Marion IN 101 inmates	

Agencies not responding to this survey: New York City, NY; Multnomah County, Portland, OR; San Mateo County, Redwood City, CA

